

USAWC STRATEGY RESEARCH PROJECT

Warfighter and Public Administrator: Managing Army Installations

by

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ABSTRACT

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Installations are platforms for projecting Army combat power. They are also essential in sustaining a trained and ready force. The current National Military Strategy for the 21st century calls for a full spectrum force. The Army is transforming from a forward-based force to an expeditionary force that must deploy on short notice from our installation power projection platforms. As the installation's leader, the garrison commander must have the skills, experience and training necessary for installation management in the 21st century. This paper describes installations and their vital links to readiness and morale. It compares requirements for a Garrison Commander (warfighter) and a City Manager (public administrator). It concludes with recommendations for selecting and training garrison commanders.

TABLE OF CONTENTS

ABSTRACT.....	III
ACKNOWLEDGEMENT.....	VII
WARFIGHTER AND PUBLIC ADMINISTRATOR: MANAGING ARMY INSTALLATIONS.....	1
INSTALLATION LINK TO READINESS, RETENTION AND RECRUITMENT.....	1
INSTALLATIONS AS CITIES.....	2
INSTALLATION MANAGEMENT.....	3
TRANSFORMATION OF INSTALLATION MANAGEMENT.....	4
ARMY LEADER DEVELOPMENT.....	4
GARRISON COMMANDERS AND CITY MANAGERS	5
STRATEGIC LEADERS	6
LEADING CHANGE	7
LEADING PEOPLE	8
RESULTS DRIVEN.....	9
BUSINESS ACUMEN.....	10
BUILDING COALITIONS	11
TRAINING.....	11
GARRISON COMMANDER.....	11
PUBLIC ADMINISTRATOR.....	13
EXPERIENCE.....	14
FUTURE CHALLENGES FOR GARRISON COMMANDERS.....	16
RECOMMENDATION.....	16
CONCLUSION.....	18
APPENDIX A	20
APPENDIX B.....	22
APPENDIX C	24

ENDNOTES.....	27
BIBLIOGRAPHY	31

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LIST OF TABLES

TABLE 1.....	8
TABLE 2.....	9
TABLE 3.....	10
TABLE 4.....	10
TABLE 5.....	11
TABLE 6.....	13
TABLE 7.....	15

WARFIGHTER AND PUBLIC ADMINISTRATOR: MANAGING ARMY INSTALLATIONS

In the current volatile, uncertain, complex, and ambiguous (VUCA) environment, mission failure is inevitable if the installation management system does not respond quickly to the combatant commanders' mission needs. Power projection support is essential, so installations must expand appropriately and rapidly to provide a full spectrum of reliable services.¹ The National Military Strategy directs that "U.S. forces must transform more rapidly, even while engaged in multiple operations worldwide."²

In addition to providing training-related and force projection facilities, services, and systems, installations support the human dimension of readiness. Readiness is achieved through quality leaders, soldiers, families, civilians, equipment, training, facilities, maintenance, quality of life, and projection capability.³ Installation management is critical for sustaining, training, and projecting the force. The garrison commander must ensure a high quality of installation support to Army units and ensure the installation is a viable force projection platform. On many installations, the garrison commander is the person most responsible for ensuring installations can perform the readiness mission.

Yet very few Army officers selected for garrison command are familiar with the complicated and essential process of installation management. There is no career progression track to develop officers for the garrison experience. However, Army officers selected for garrison command are trained leaders. These leaders are products of a system that views leadership as paramount to the management of the organization. Such leadership skills are transferable to that task of managing an Army installation.

This paper analyzes key strategic leader competencies required for garrison commanders; it describes how garrison commanders are currently selected and trained; describes key strategic leader competencies of city managers and explains how city managers are currently selected and trained. A comparison of garrison commanders and city managers identifies 21st century strategic challenges and supports concluding recommendations.

INSTALLATION LINK TO READINESS, RETENTION AND RECRUITMENT

Why are installations important to the Army? According to General Eric K. Shinseki, Army Chief of Staff, the Army's readiness is inextricably linked to the wellness and readiness of its people. Today's power projection Army must be agile in responding to any worldwide threat against the United States' interest.⁴ The Army's success depends on the whole team – soldiers, civilians, veterans, and their family members. The Army receives a tremendous return on its

investment when installations are flexible and can support multiple missions, which include properly training, equipping and supporting the “whole team.”⁵

To meet the challenges of our uncertain world, the U.S. Army has made significant changes. A need for enhanced understanding of the evolving international environment, the national security strategy and the required capabilities for full spectrum dominance prompted these changes. The Army has transformed from a forward deployed force to a capabilities-based power projection force based largely in the United States.⁶ More and more forces are deployed from bases located in the United States. Installations play a vital role in establishing and maintaining a platform that contributes to unit and family readiness.

An Army installation is viewed as a power projection platform (one that can strategically deploy one or more brigade-size or larger active or reserve component units)⁷, power support platform (one that can strategically deploy individuals from all services, the civilian force, and mobilized reserve components)⁸, or a sustaining base. An installation directly contributes to readiness primarily because of its role as a power projection/ support platform and sustaining base, which enables the force to deploy rapidly and execute the National Military Strategy.

Strategic responsiveness requires that the Army’s support structure provide soldiers and families with the resources to be self-reliant both when the force is deployed and when it is at home station. When the Army deploys, our soldiers should know that their families are secure, safely quartered and have ready access to medical care, community services, and educational opportunities.⁹ Soldiers can focus on the mission knowing their families are supported and assured of the resources available to them on the installation. The invaluable support provided by an installation contributes immensely to enhancing and maintaining a healthy and enriching quality of life for the soldiers and their family members, which, then enhances readiness, retention, and recruitment. Services and programs provided on the installation contribute to soldiers remaining in the Army and are often used as a reenlistment tool to encourage retention in the Army. Thus, installation management can be considered a force multiplier.

INSTALLATIONS AS CITIES

A military installation is defined as “an aggregation of contiguous or near contiguous, common mission supporting real property holdings under the jurisdiction of the Department of Defense (DOD) or a state, the District of Columbia, territory, commonwealth, or possession.”¹⁰ As noted in Field Manual (FM) 100-22, “installations are designed to support America’s Army.”¹¹ Army units/agencies located on the installation rely on the installation support for accomplishing their mission. Schools, hospitals, reserve components, and Army divisions are a few examples

of the kinds of units/agencies residing on an installation. Similar to a civilian community or a city, an installation provides an environment wherein people work, train, live and play.

So, installations play a critical role in sustaining the force. In addition to serving as homes and workplaces, installations provide facilities and services for soldiers, civilians, and family members. Installations are actually military communities with schools, churches, hospitals, recreational areas, shops and natural resources. Management of installations directly impacts the life styles and working environment of America's Army. Cities require leadership and vision, together with collaborative, intricate, and responsive approaches to problem solving.¹²

INSTALLATION MANAGEMENT

Installation management is defined as "the process of directing and integrating the provision of all functions, to include base support, military construction, and Army family housing, as well as the resources needed to operate the installation on a day-to-day, long-term, strategic basis."¹³ Garrison commanders assume the lead role in installation management. While the installation commander (general officer) has the responsibility for the real estate, facilities, operations, activities, and personnel on the installation, the garrison commander (colonel) is primarily responsible for the day-to-day operations.¹⁴

In order to meet the various challenges that impact the management of installations, garrison commanders are charged with a tremendous responsibility for balancing a myriad of complex activities. They must be able to provide base support services (housing, medical, child care, family services, morale, welfare and recreation) that are common to all residents of their installation, thereby enabling tactical commanders to focus on core Army missions.¹⁵ The garrison commander is also responsible for ensuring that the installation meets the guidance set forth by federal, state and local agencies.¹⁶

Many of the units, agencies and organizations on installations are tenants. They reside on the installation and depend on the garrison commander to provide base operation support, such as, electricity, plumbing, and heating. The garrison commander must maintain constant communication with the multi-functional agencies and organizations housed on the installation. He must as well coordinate all their related activities and functions.

While installation management is not new business, it is a big business that has recently emerged as a valuable and critical element within the Army. Over one third of the Army's budget is allocated to installations. In 1998 and 1999, the Assistant Chief of Staff for Installation Management (ACSIM) reported that Army installations are allocated 30 billion dollars of the 90

billion total Army budget. In terms of cost, installations are definitely big business. Managing them requires a working knowledge of installation management principles and methods.¹⁷

TRANSFORMATION OF INSTALLATION MANAGEMENT

The Army has transformed its management of installations. Secretary of the Army, Thomas E. White, introduced Transformation Installation Management (TIM) in September 2001. In an attempt to streamline bureaucracy, Secretary White has sought to implement an efficient and effective installation management corporate structure. In a 19 March 2002 speech during an Army-wide Garrison Commanders conference in Nashville, Tenn., White declared, "Our intent is to streamline headquarters, create more agile and responsive staff, reduce layers of review and approval, and allow commanders to focus on their mission."¹⁸

In October 2002, Transformation of Installation Management prompted formation of the Installation Management Agency (IMA), a corporate structure that provides an efficient and effective system for managing installations. Army Transformation focuses on field forces, while IMA focuses on the management and command structure that supports those forces.¹⁹ The Army transformation process not only requires an agile installation management system, but also a garrison commander on the ground who will ensure the installation is supporting the training and deployment needs of the force. Throughout their careers, garrison commanders are trained to lead and manage Army assets. The Army leader development begins very early in the officer's career.

ARMY LEADER DEVELOPMENT

The Army trains its leaders through progressive, sequential, and continuous training and experience.²⁰ The Army's most enduring legacy to the future is the development of competent and confident military and civilian leaders. However, dwindling resources and a smaller force presents challenges to leader development.²¹ Institutional training, operational assignments and self-development are the three pillars of the Army's leader development process. Although these pillars of leader development are dynamic, interconnected and ongoing, do they provide Army officers selected for garrison command with the experience, skills, and knowledge required for installation management?

Institutional training is designed to develop branch/functional area tactical and technical competencies in the combat, combat support and combat service support arms. This training is progressive and sequential. To prepare its future leaders, the Army school system provides leader training (how to do), education (what to know), and the opportunity to acquire the

required skills, knowledge and experience.²² The Army views institutional training as an essential process in developing leaders. It prepares them for increased positions of responsibility throughout the Army.²³

Operational assignments are usually made in branch/functional areas. Such assignments provide the Army officer with opportunities to broaden knowledge and refine skills acquired during institutional training. Experience gained through operational assignments is invaluable and provides an opportunity to “learn by doing.” Operational assignments are also designed to build the confidence and competence needed for more complex and higher level assignments.²⁴

Self-development is a planned, progressive and sequential process to enhance previously acquired branch/ functional area oriented skills, knowledge, and experience. Maximizing leader strengths, minimizing weaknesses, and achieving individual leader development goals constitute the three objectives of Army’s self-development initiatives.²⁵ Individual study, research, professional reading and practice are key components of self-development. In order to achieve his/her self-development goals, the Army officer must study, observe, and gain experience.²⁶

The Army’s leader development process has produced such great leaders as, General Colin Powell and President Eisenhower. Although the training and operational assignments are oriented to a branch/functional area, leadership is a consistent theme, that is applicable in any organization. Decision-making, problem solving, teambuilding are only a few leadership activities that are essential in the management of an installation.

While the Army training pillars are successful at developing leaders, they do not specifically prepare officers for installation management leadership. Installation management is not taught at military institutional schools prior to command. Officers are rarely assigned to operational assignments at installations prior to garrison command, so there is very little if any opportunity for self-development in installation management skills, knowledge and abilities.

GARRISON COMMANDERS AND CITY MANAGERS

Army installations can be viewed as military cities. The day-to-day operations of the military city are the responsibility of the garrison commander, just as the day-to-day operations of a city are the responsibility of the city manager. The fundamental principles of city management are applicable to installation management.

Garrison Commanders must ensure that Army installations provide support to the warfighting mission. The installation management mission includes:

- Managing mission, support, and community facilities and lands to ensure they are available and adequate to meet the needs of the warfighter.
- Ensuring adequate housing for soldiers, their families, and assigned equipment to meet current and future requirements.
- Supporting the deployment of units and individual soldiers.
- Providing post-deployment support to units and families.
- Providing for the well being of the soldiers, family members, and civilians of installations.
- Creating an environmentally safe community
- Providing force protection.²⁷

City managers are responsible for ensuring an array of services is available to city residents. Some of the services they oversee include:

- Building and maintaining streets, parks, and schools.
- Supplying clean water and treating sewage.
- Picking up and disposal of waste management.
- Providing police services, ambulances, fire protection, and aid to the impoverished and the handicapped.
- Supporting mental health services, senior citizens' programs, and youth activities.
- Responding quickly as the first source of assistance in emergencies.²⁸

In short, the garrison commander and city manager make sure that the direct public services on which people depend every day are available.²⁹ They are responsible for organizational leadership responsibility, which includes envisioning a desired future state for their organization.³⁰

STRATEGIC LEADERS

Garrison commanders and city managers are strategic leaders who:

- Manage resources and make long-term decisions.
- Develop long-range plans.
- Implement and revise policy.
- Affect the values of their perspective cultures.

Garrison commanders and city managers must deal with many complex and wide-ranging challenges.

Both share the enormous task of providing vision and directing the organization in achieving strategic goals and objectives in support of the vision. Adept in command and leadership skills, the strategic leader influences the organization's culture and inspires others to think and act while operating in a volatile, uncertain, complex and ambiguous (VUCA) environment.³¹ In order to accomplish this, the strategic leader must possess the critical strategic leader competencies that assure organizational effectiveness.³² Some leaders derive competencies from the organization's mission statement and core values, build their own competencies or rely on generic leadership competencies found in theory.³³

What are the most critical strategic leader competencies for a garrison commander and city manager? This question was posed in a survey conducted with approximately 20 city managers, garrison commanders, and city managers with previous garrison commander experience. Although the content was similar, I developed three different surveys for: (1) public administrators, [Appendix A] (2) garrison commanders [Appendix B] and (3) former garrison commanders/public administrators [Appendix C].

The survey identified five categories of competencies: those required for leading change, for leading people, for results driven, for business acumen, and for building coalition/communication. Each category cited three strategic leader competencies. The survey participants were asked to select one competency from each category that was most important. The survey also asked respondents to indicate the experience and training required for the job.

LEADING CHANGE

Leading change resides in the ability to develop and implement an organizational vision, which integrates key national and program goals, priorities, values, and other factors. *Leading change* competencies included vision, strategic thinking, and creativity/innovation.³⁴ Garrison commanders selected creativity/innovation as the most important *leading change* competency. Public administrators/former garrison commanders selected vision as the most important leading change competency. Public administrators (city managers) selected strategic planning

as the most important leading change competency. Each group identified a different competency as being most important; however; the second most important competency for each group had been identified as most important earlier. For example, garrison commanders selected vision as their second most important competency while public administrators/former garrison commanders selected vision as their most important competency.

The disparity in the *leading change* competency may be attributed to the survey participants' working environment. For the garrison commanders, creativity and innovation are consistent with the Army's current transformation initiative. The Army is transforming its force, equipment, supplies and management of power projection platforms. Vision and strategic planning are both essential in determining the future of the organization. The public administrators focused on planning for the future. Planning and looking to the future are linked; they enable the public administrators to identify long-term goals and objectives.

It appears that public administrators/former garrison commanders viewed each competency as being relatively equal importance. Public administrators unanimously believe strategic planning is most important. Garrison commanders selected creativity/innovation followed by vision. Therefore, vision and creativity/innovation are important to garrison commanders and public administrators/former garrison commanders, but not to public administrators. Table 1 provides the results for *leading change*.

Leading Change	GAR CDR	CM / GAR CDR	C. MGR
1. Vision	29%	33%	0
2. Strategic Planning	0	28.5%	100%
3. Creativity/Innovation	71%	28.5%	0

TABLE 1

LEADING PEOPLE

Leading people resides in the ability to design and implement strategies that maximize employee potential and foster high ethical standards in meeting the organization's vision, mission, and goals. *Leading people* cited competencies are team building, leveraging diversity, and conflict management.³⁵ Each group-selected team building as the most important leading people competency, so there's no doubt that each group viewed teambuilding as an essential competency. Realizing everyone does achieve more by working together, both groups acknowledge the importance of team building. Although leveraging diversity was not selected, it

is often included in teambuilding. Teambuilding combines all skills and talents within the group to accomplish the task. Table 2 provides the results for *leading people*.

Leading People	GAR CDR	GAR CDR/CM	C. MGR
1. Team Building	86%	86%	100%
2. Leveraging Diversity	0	0	0
3. Conflict Management	14%	14%	0

TABLE 2

RESULTS DRIVEN

Results driven stresses accountability and continuous improvement. It includes the ability to make timely and effective decisions and produce results through strategic planning and the implementation and evaluation of program and policies. Key characteristics of *results driven* are developing and assessing strategic program plans that include realistic short and long-term goals and measurable objectives.³⁶

Results driven competencies includes decision-making, problem solving and accountability. Decision-making was defined slightly differently for each group:

- Gar Cdr – developing alternative courses of action, assessing probability of success, and pursuing the selected course of action.
- Public Administrator/Gar Cdr– exercise good judgment by making sound and well-informed decisions, perceives the impact and implication of decisions.
- Public Administrator – exercise good judgment by making sound and well-informed decisions, perceives the impact and implication of decisions.

Garrison commanders selected problem solving as the most important *results driven* competency. Public administrators and public administrators/garrison commanders selected decision making as the most important results driven competency.

In the military environment, garrison commanders constantly identify and solve problems that may impact the accomplishment of a mission. Although public administrators are responsible for problem solving, decision-making has a greater impact. The results of the decision usually have a far-reaching affect.

The survey data for *results driven* were vastly different among the groups. There are two possible reasons for this variation; (1) there was confusion about the definition or (2) military

officers are trained to identify courses of action and present them to superiors for a decision, while public administrators actually make the decisions and are held accountable for them.

Table 3 provides the results for *results driven*.

Results Driven	GAR CDR	GAR CDR/CM	C. MGR
1. DECISION MAKING	29%	33%	67%
2. Problem Solving	57%	28.5%	0
3. Accountability	14%	28.5%	33%

TABLE 3

BUSINESS ACUMEN

Business acumen refers the ability to acquire and administer human, financial, material, and information resources in a manner, that instills trust and accomplishes the organization's mission and the ability to use technology to enhance decision-making. *Business acumen* competencies include financial management, human resource management, and technology management.³⁷ Each group selected financial analysis as the most important business acumen competency.

Resource management is essential to any organization. Human capital is an organization's most important resource. Financial management is critical to strategic planning and implementing the organization's goals. Therefore, it is important to teach garrison commanders more about financial management.

During a time where technology is moving in leaps and bounds, it is interesting to note that none of the survey participants selected technology management as a most important competency. The current environment is high tech and we are in a transforming world of technology. In today's environment, it is very difficult for an organization to be successful without using some forms of technology. Table 4 provides the results for *business acumen*.

Business Acumen	GAR CDR	GAR CDR/CM	C. MGR
1. Financial Analysis	57%	57%	67%
2. Human Resource Mgmt	33%	33%	33%
3. Technology Mgmt	0	0	0

TABLE 4

BUILDING COALITIONS

Building coalitions/communication reside in the ability to explain, advocate, and express facts and ideas in a convincing manner. Negotiations are conducted with individuals and groups, both internally and externally. *Building coalitions/ communication* cited the competencies of influence/negotiating, interpersonal skills, and partnering.³⁸ Each group selected partnering as the most important building coalition competency. However, influencing/negotiating were equally important to building coalition competency for public administrators and public administrators/garrison commanders.

Garrison commanders valued partnering approximately 24% more than city managers. City managers felt each of the three competencies were equally important. Declining resources are forcing garrison commanders to find creative ways to accomplish their mission. Partnering is the answer for many garrison commanders, because it takes advantage of the skills, knowledge and experience of the partnering organization. Partnering allows an organization to make maximum use of available resources, internal and external to the organization. An organization can achieve more by establishing co-operative partnership with other organizations. Table 5 provides the results for *building coalitions*.

Building Coalitions	GAR CDR	GAR	C. MGR
1. Influencing/Negotiating	14%	33%	33.3%
2. Interpersonal Skills	29%	14%	33.3%
3. Partnering	57%	33%	33.3%

TABLE 5

TRAINING

The survey also addressed training and experience. Participants were asked to identify the training required for their position as a garrison commander or city manager. Additionally, participants were asked to identify how much experience was required. There is a remarkable difference in experience and training requirements for the garrison commander and the city manager.

GARRISON COMMANDER

The Army training system is extremely proficient in building leaders. An officer receives leadership training throughout his/her Army career. However, the only garrison management institutional training available for Garrison Commanders is the Pre-Command Course at the

Army Management Staff College. After garrison commanders are selected, they are trained at the Garrison Pre-Command Course.

The course is a four-week intensive orientation. Program proponents from Army headquarters staff brief approximately 20 topics that are critical to installation management. Round table discussions are held with current garrison commanders to provide first-hand knowledge of issues impacting installation management.

The Army Management Staff College (AMSC) is the proponent for the Garrison Pre-command Course. The course is mandatory for colonels centrally selected to command Garrisons and Area Support Groups throughout the United States and overseas.³⁹ According to Patrick Cathcart, Professor of Installation Management, AMSC, "the course prepares Garrison and Area support Group Commanders to effectively lead and manage diverse garrison functions, organizations and operations to accomplish total installation mission. The curriculum addresses existing and emerging issues affecting and influenced by people, dollars, facilities, logistics, organizations and doctrine."⁴⁰

The topics presented in the course are designed to address command, leadership and management issues. The topics include personnel management, labor relations/ partnership, appropriated and non-appropriated financial management, facilities and infrastructure management, environmental management, mobilization and deployment operations, national/state/local government interactions, media relations, quality enhancement and morale, welfare and recreation operations.⁴¹

In many instances, garrison commanders have little if any institutional training, operational experience, or focused self-development before assuming the duties of a garrison commander. The Garrison Pre-Command Course is the only systemic education and training the Army provides its garrison commanders before entrusting them with the responsibility for approximately \$100 – \$125 million in resources.⁴²

The Army provides a career field and training plan for the civilian deputy garrison manager. These civilian deputies provide continuity and experience in managing the installation. The Installation Management Generalist is the career field for civilian deputy garrison manager. The Army Career Training and Education Development System (ACTEDS) plan for Installation Management Generalist identifies three competency categories; (1) leadership, (2) core general, and (3) core functional.⁴³

Leading competencies enable deputy garrison managers to lead, manage, and develop people and business. As they move up the ladder, all installation managers are encouraged to attain these competencies. Core general competencies were identified as crucial for installation

management activities. These competencies are required for installation management positions. Core functional competencies are linked to functional areas that encompass the range of installation management activities.⁴⁴ All installation managers must have a general knowledge and understanding of these areas.

The training and educational plan for the civilian deputy garrison managers is more well-defined and prescribed than that of the garrison commander. Many elements of the installation management generalist ACTEDS are applicable to the required training for a garrison commander. However, the Army must identify this training as critical and mandatory for all future garrison commanders.

PUBLIC ADMINISTRATOR

By contrast, city managers are selected on the basis of their training, experience and demonstrated competence in both organizational leadership and technical skills. They must be skilled at working with constituents, elected officials, and other administrative leaders, subordinates, and representatives of other agencies.⁴⁵ City managers are usually trained before they become city managers.

On the other hand, there are minimal training requirements for garrison commanders and public administrators. However, public administrators reported having more training. Table 6 provides the results for training. Seventy-two percent of garrison commanders surveyed indicated that the only training required for the job was attendance at the Garrison Commander Pre-command Course.

Training	GAR CDR	GAR	C. MGR
1. None	14%	14%	0
2. BS Degree	0	14%	67%
3. Master Degree	14%	58%	33%
4. Other	72%	14%	0

TABLE 6

Although many universities offer advanced degree programs in public administration and municipal management, sixty-seven percent of public administrators indicated that they had at least a bachelor's degree. Thirty-three percent reported having a master's degree. Fifty-eight percent of garrison commanders/public administrators reported having a master degree and fourteen percent had only a BS degree. My survey did not ask participants to identify their

academic specialties. However, it would have been interesting to see how many actually had degrees in a discipline that applies to managing a city/installation.

EXPERIENCE

Garrison commanders are centrally selected. Officers selected for Colonel-level garrison command experience are limited to those with successful battalion-level command. As stated earlier, an essential factor in the selection process is the successful completion of battalion command, which lasts at least 24 months. The experience gained from battalion command includes lessons in leadership, problem solving and decision-making.

According to COL Curtis Wren, Deputy Director Northeast Region and former garrison commander, many garrison commanders are guided through the process, which is considered “discovery learning.”⁴⁶ Discovery learning is similar to on the job training; learning and you attempt to perform your duties. The battalion commander also gains experience in financial management, team building, conflict management, strategic vision and human resource management.

Many garrison commanders do not think their past experience has adequately prepare them. However, they do agree that they are good experienced leaders. The garrison staff is usually comprised of experienced program managers and a proficient technical staff knowledgeable in the management of the installation. Many garrison commanders rely on the expertise of the garrison staff to get things done. They may have been successful because they have good people working for them. They trust their staff and do not micromanage them. And if needed, the more experienced civilian deputy garrison manager provides the skilled oversight for them.

Seventy-one percent of garrison commanders surveyed reported that no installation management experience was required before assuming command position. The Army generally believes that any good proven warfighting leader can manage a installation. This is largely because the Army wants a green suiter running garrisons - an individual who can relate with other green suit commanders and also one who has been a garrison commander in the past. It is no surprise that installation management experience is not a critical factor for this population.

By contrast, sixty-seven percent of public administrators and 33% of garrison commanders/public administrators reported that over five years of experience was required for their position. The remaining thirty-three percent of public administrators reported having at

least one year of experience, and 28.5% of garrison commanders/public administrators reported having 2-5 years of experience. Although desirable, it appears that experience is not an essential factor for garrison commanders and public administrators.

City managers are hired (and probably fired) based on their personal performance. They are more experienced and knowledgeable about what is required to manage their cities. Unlike garrison commanders, because they were selected for their experience and skills, city managers are held more strictly accountable.

City managers believe experience in the activity is much more important than it is for garrison commanders. One hundred percent of city managers had some experience, but over 70% of garrison commanders had no experience. City managers are hired because of their experience. In city management, there is little or no room for a learning curve on the job. By contrast, garrison commander's learning curve is usually six months to one years. Table 7 provides the results for experience.

Experience	GAR CDR	GAR	C. MGR
1. None required	71%	28.5%	0
2. 0 to 1 year	0	0%	33%
3. 2 to 5 years	29%	28.5%	0
4. over 5 years	0%	33%	67%

TABLE 7

In an attempt to improve and strengthen the profession for city managers (public administrators), the International City Manager Association (ICMA) has developed a Volunteer Credentialing Program (VCP). The ICMA Voluntary Credentialing Program offers a means of defining and recognizing an individual ICMA member who is a professional local government manager qualified by a combination of education and experience, adherence to high standards of integrity, and an assessed commitment to lifelong learning and professional development.⁴⁷

The key components of VCP are education and experience. The credential requires a minimum of a baccalaureate degree from an accredited university. Experience requires a minimum number of years of executive experience, which includes service as a manager or senior service assistant. The position is not as important as the nature of the duties and responsibilities.⁴⁸

FUTURE CHALLENGES FOR GARRISON COMMANDERS

Garrison commanders have been able to perform their duties adequately and rely upon their extensive leadership experience to overcome their lack of experience in installation management. Given the recent option to increase garrison command time from two years to three years, garrison commanders will have more time to fine-tune their newly acquired installation management skills. The additional year will enable garrison commanders to effectively address the emerging complex and challenging issues.

Outsourcing and privatization currently challenge garrison commanders. Outsourcing means that certain services and support formerly accomplished with internal resources is now contracted outside the organization. Privatization refers to the transfer of assets or ownership, thereby yielding ownership and management responsibilities.

According to COL Steve Shambach, former garrison commander, garrison commanders in the past relied on a largely in-house workforce that responded well to military leaders. However, the future will require more knowledge and understanding about contracts and contract administration, since housing and utilities and other substantial services and activities will be provided by contractors. Lack of knowledge in these areas is not easily compensated for with warfighting leadership experience.⁴⁹

Another issue facing garrison commanders is the Third Wave. The third wave is reductions in experienced civilian workers to outsourcing. In the past, a large contingent of experienced civilians compensated for the garrison commander's lack of knowledge in the managing of the installation.

According to the Commercial Activities 2001 Report, the federal government workforce has downsized from about 2.3 million employees in 1986 to 1.8 million in 2001. In the 1980s the Army moved 15,000 jobs to the private sector. In 1990, 6,300 jobs were converted to private sector jobs, and 154,910 jobs are being considered for outsourcing or privatization in the 2000s. It is apparent that after years of downsizing, some federal agencies may be at risk of not having the right skills at the right place at the right time.⁵⁰

RECOMMENDATION

It is imperative that the Army place greater emphasis on garrison commander training and experience in the management of the installation. It may have been true in the past that any leader can be an effective garrison commander. However, this may not hold true in the changing nature of installation management in the future. The increasing complexity of installation management will require more knowledgeable and experienced managers. The

future role of garrison commanders will require better training and more experience in installation management.

Improving the garrison commander's experience and knowledge base could include the following:

- Select colonel-level garrison commanders from among the pool of those who successfully commanded at the lieutenant colonel garrison level. This will compensate for the current lack of installation management experience.
- Provide more training and self-development earlier in the officer's career. For example, introduce installation management skills, knowledge and abilities in the military installation training at the Command and General Staff College level.
- Establish long-term training opportunities for training with neighboring municipal agencies. This is training with industry initiative. Designated incoming garrison commanders will spend six to twelve months working in various municipal positions in neighboring communities to the installations they are designated to command; learning how they operate, get to know their leaders and learn how to leverage their capabilities when they assume command.
- Establish a professional development program for garrison commanders that will provide them with the requisite skills to perform the duties of the job. The plan for the program could include
 - a. Participation at a local standardized installation-specific Garrison Command orientation. AMSC will develop a template for the local orientation, which will provide installation specific program information i.e., overview, staffing, funding, challenges, initiatives, etc.
 - b. Attendance at the Garrison Command Course after three months on the job. This will allow Garrison Commanders to bring some familiarity with installation management to the course.
 - c. Attendance at a quarterly three-day specialized installation management-training program provided by the ICMA or an accredited program such as the George Washington University programs. Topics for the specialized training should include outsourcing, privatization, and cooperative partnerships to name a few.
- Establish a garrisoncommand.com website similar to companycommand .com. This will leverage technology to broaden the experience base for garrison commanders. Current garrison commanders could learn from each other by sharing ideas,

experiences and lessons learned. Former garrison commanders could be encouraged to serve as mentors. Mentoring could also include city managers. This will facilitate a cross-fertilization of ideas between the military and civilian leaders performing the same function in different environments. The city managers could learn from the leadership strengths of the military and the military could learn from the technical competence of city managers.

CONCLUSION

The garrison commander assures that the installation is a viable force projection platform that sustains, trains, and protects the force. The garrison commander's skills, experience, and training, although somewhat lacking in installation management, are extensive in the area of leadership and exceeds that of the public administrator. According to Ms. Diane Devens, Director, Northeast Region, "having some knowledge and understanding of garrison management is desirable however it is not mandatory. No one can know every facet of installation management. When a colonel is selected for garrison command, his corporation has adequately trained him."⁵¹ The training the garrison commander has received throughout his career is designed to develop branch/functional area tactical and technical competencies in the combat, combat support and combat service support arms. This type of training does not necessarily prepare the garrison commander for managing the transforming installations of the future.

In the past, installation management required experienced leadership. The garrison commander had experience in leading, making use of available resources, persuading, accepting risk, problem solving and making decisions. They were champions of economy, efficiency, effectiveness, equity, and ethics. The Army has cultivated such skills from the beginning of their careers. As a warfighter, the garrison commander has the tactical knowledge and skills necessary to enhance installation readiness and support the combatant commander in achieving missions. However, such future challenges as outsourcing, privatization, and loss of experienced civilian knowledge will affect the garrison commander's ability to quickly acquire the skills required for installation management and to rely on an experienced staff.

Installation/city management experience is not an essential factor for garrison commanders as it is for city managers. The military operational assignments primarily provide tactical experience in combat, combat support, and combat service support arms. City managers are usually selected for their relevant experience. The length of experience varies based on local city requirement.

Both garrison commanders and city managers are strategic leaders assigned a myriad of responsibilities. Neither have standards of training or education that credential them to be managers of their organization (installation/city). The civilian deputy garrison manager ACTEDS program offers a good model for preparing garrison commanders.

Green suiters relate well with other green suiters. Warfighters share a culture that stresses leadership. Therefore, warfighters should continue to manage our installations. As warfighters, garrison commanders must:

- Develop a culture of innovation, mutual accountability, and self-reflection.
- Think strategically about ways to connect organizational units and create teams to focus on problem solving.
- Acknowledge differences and understand the strengths of individuals in bolstering innovation and building teams in the organization.

As products of a professional development program tailored to their specific needs, garrison commanders will be more efficient and effective in addressing future installation management challenges,. Leadership is essential, but, leadership cannot compensate for lack of experience and development in installation management. If the garrison commander has previous garrison command at the Lieutenant Colonel level, there is less need for a development program. If garrison commanders have limited or no experience in working in the garrison, a development program will greatly enhance their performance. Until or unless Army garrison command selection mandates previous garrison command experience, the next best alternative is a development program that increases the knowledge, skills and abilities of the selected commanders. Implementing the recommendations of this paper can help ensure that our installations are commanded by leaders properly equipped to manage and lead the transforming installations of the future. If nothing changes, there will be increased risk in the ability of our installations to support the National Military Strategy.

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APPENDIX A

GARRISON/MUNICIPAL MANAGEMENT SKILLS AND COMPETENCIES QUESTIONNAIRE (City Managers)

I. COMPETENCIES

Leading change, leading people, results driven, business acumen and building coalition/communication are the five major Senior Executive Service leadership competency categories. Provided below are three competencies for each category. Based on your experience as a Municipal/Garrison Manager, select the competency in each category that you believe to be most important.

A. LEADING CHANGE

Vision – Conceptualizing an ideal future state and communicating it to the organization and the community.

Strategic Planning – Positioning the organization and the community for events and circumstances that are anticipated in the future (requires knowledge of long-range and strategic planning techniques; skill in identifying trends that will affect the community; ability to analyze and facilitate policy choices that will benefit the community in the long run).

Creativity and Innovation – Developing new ideas or practices; applying existing ideas and practices to new situations.

B. LEADING PEOPLE

Team Building – Facilitating teamwork (requires knowledge of team relations; ability to direct and coordinate group efforts; skill in leadership techniques).

Leveraging Diversity – Understanding and valuing the differences among individuals and fostering these values throughout the organization and the community.

Conflict Management- Manages and resolves conflicts and disagreements in a positive and constructive manner to minimize negative impact. Identifies and takes steps to prevent potential situations that could result in unpleasant confrontations.

C. RESULTS DRIVEN

Decision Making - Exercises good judgment by making sound and well-informed decisions, perceives the impact and implications of decisions.

Problem Solving – Identifies and analyzes problems; distinguishes between relevant and irrelevant information to make logical decisions; provides solutions to individual and organizational problems.

Accountability – Assures that effective controls are developed and maintained to ensure the integrity of the organization. Monitors and evaluates plans; focuses on results and measuring attainment of outcomes.

D. BUSINESS ACUMEN

Financial Analysis – Interpreting financial information to assess the short-term and long-term fiscal condition of the community, determine the cost-effectiveness of programs, and compare alternative strategies.

Human Resource Management – Ensuring that the policies and procedures for employee hiring, promotion, performance appraisal, and discipline are equitable, legal, and current; ensuring that human resources are adequate to accomplish programmatic objectives.

Technology Management – Demonstrating an understanding of information technology and ensuring that it is incorporated appropriately in plans to improve service delivery, information sharing, organizational communication, and citizens access.

E. BUILDING COALITION/COMMUNICATION

Influence/Negotiating – Acting as a neutral party in the resolution of policy disputes (requires knowledge of mediation/negotiation principles; skill in mediation/negotiation techniques).

Interpersonal Skills – Exchanging verbal and nonverbal messages with others in a way that demonstrates respect for the individual and furthers organizational and community objectives.

Partnering – Develops networks and builds alliances, engages in cross-functional activities; collaborates across boundaries. Utilizes contacts to build and strengthen internal support bases.

II. TRAINING

What was the training/education requirement for your position as a municipal/garrison manager or commander? You can check more than one training/education.

None required

BS Degree

Masters Degree (Area of concentration _____)

Other (specify) _____

III. EXPERIENCE

How much experience was required for your position as a municipal/garrison manager or commander?

None required 0 to 1 year

2 to 5 years Over 5 years

APPENDIX B

GARRISON/MUNICIPAL MANAGEMENT SKILLS AND COMPETENCIES QUESTIONNAIRE (Garrison Commanders)

I. COMPETENCIES

Leading change, leading people, results driven, business acumen and building coalition/communication are the five major Senior Executive Service leadership competency categories. Provided below are three competencies for each category. Based on your experience as a Municipal/Garrison Manager, select the competency in each category that you believe to be most important.

A. LEADING CHANGE

Envisioning the Future – The capability to formulate and articulate strategic aims and key concepts and lead the organization in the development of strategic plans to address mid- and long-term programs.

Strategic Thinking – Includes the thinking skills needed to understand and deal with complex and ambiguous strategic world.

Creativity and Innovation – Develops new insights into situations and applies innovative solutions to make organizational improvements; designs and implements new or cutting-edge programs/processes.

B. LEADING PEOPLE

Team Building – Build teams by utilizing the peculiar talents of the team, maximize potential of the unit climate, and motivate aggressive execution.

Leveraging Diversity – Understand and accept differences and multiple perspectives.

Conflict Management- Identifies and takes steps to prevent potential situations that could result in unpleasant confrontations. Manages and resolves conflicts and disagreements in a positive and constructive manner to minimize negative impact.

C. RESULTS DRIVEN

Decision Making – Developing alternative courses of action, assessing probability of success, and pursuing the selected course of action.

Problem Management – Managing the problems towards the desired outcome, making adjustments, modifying the initial approach, and discarding alternatives that inhibit progress.

Accountability – Assures that effective controls are developed and maintained to ensure the integrity of the organization. Monitors and evaluates plans; focuses on results and measuring attainment of outcomes.

D. BUSINESS ACUMEN

Financial Management – Advocate for the legitimate requirements of their organizations and to provide candid assessments of the risks and consequences of various programming and budgeting alternatives.

Human Resource Management – Assess current and future staffing needs based on organizational goals and realities. Ensures staff are appropriately selected, developed, appraised and rewarded.

Technology Management – Display a broad understanding of relevant military technologies and understand how advancements in each of these technologies can be incorporated into Army organizations, doctrine, and equipment.

E. BUILDING COALITION/COMMUNICATION

Negotiating – Demonstrate ability to listen and diagnose unspoken agendas, and communicate a clear position on an issue while still conveying a willingness to compromise.

Interpersonal Skills – Demonstrate the ability to build consensus within the organization, negotiate with external agencies or organizations, and communicate internally and externally.

Partnering – Develops networks and builds alliances, engages in cross-functional activities; collaborates across boundaries. Utilizes contacts to build and strengthen internal support bases.

II. TRAINING

What was the training/education requirement for your position as a municipal/garrison manager or commander? You can check more than one training/education.

None required

BS Degree

Masters Degree (Area of concentration _____)

Other (specify) _____

III. EXPERIENCE

How much experience was required for your position as a municipal/garrison manager or commander?

None required 0 to 1 year

2 to 5 years Over 5 years

APPENDIX C

GARRISON/MUNICIPAL MANAGEMENT SKILLS AND COMPETENCIES QUESTIONNAIRE

(City Managers/Garrison Commanders)

I. COMPETENCIES

Leading change, leading people, results driven, business acumen and building coalition/communication are the five major Senior Executive Service leadership competency categories. Provided below are three competencies for each category. Based on your experience as a Municipal/Garrison Manager, select the competency in each category that you believe to be most important.

A. LEADING CHANGE

Vision – Takes a long-term view and acts as a catalyst for organizational change; build a shared vision with others. Influences others to translate vision into action.

Strategic Thinking – Formulates effective strategies consistent with the business and competitive strategy of the organization in a global economy.

Creativity and Innovation – Develops new insights into situations and applies innovative solutions to make organizational improvements; designs and implements new or cutting-edge programs/processes.

B. LEADING PEOPLE

Team Building – Inspires, motivates, and guides others toward goal accomplishments.

Leveraging Diversity – Recruits, develops and retains a diverse high quality workforce in an equitable manner. Leads and manages an inclusive workplace that maximizes the talents of each person to achieve sound business results.

Conflict Management- Identifies and takes steps to prevent potential situations that could result in unpleasant confrontations. Manages and resolves conflicts and disagreements in a positive and constructive manner to minimize negative impact.

C. RESULTS DRIVEN

Exercises good judgment by making sound and well-informed decisions, perceives the impact and implications of decisions.

Problem Solving – Identifies and analyzes problems; distinguishes between relevant and irrelevant information to make logical decisions; provides solutions to individual and organizational problems.

Accountability – Assures that effective controls are developed and maintained to ensure the integrity of the organization. Monitors and evaluates plans; focuses on results and measuring attainment of outcomes.

D. BUSINESS ACUMEN

Financial Management – Demonstrates broad understanding of principles of financial management and marketing. Prepares, justifies and/or administers the budget for program area. Identifies cost-effective approaches. Manages procurement and contracting.

Human Resource Management – Assess current and future staffing needs based on organizational goals and realities. Ensures staff are appropriately selected, developed, appraised and rewarded.

Technology Management – Uses efficient and cost-effective approaches to integrate technology into the workplace and improve program effectiveness. Develop strategies using new technology to enhance decision-making

E. BUILDING COALITION/COMMUNICATION

Influence/Negotiating – Persuades others; builds consensus through give and take; gains cooperation from others to obtain information and accomplish goals; facilitates “win-win” situations.

Interpersonal Skills – Considers and responds appropriately to the needs, feelings, and capabilities of different people in different situations; is tactful, compassionate and sensitive and treats others with respect.

Partnering – Develops networks and builds alliances, engages in cross-functional activities; collaborates across boundaries. Utilizes contacts to build and strengthen internal support bases.

II. TRAINING

What was the training/education requirement for your position as a municipal/garrison manager or commander? You can check more than one training/education.

None required

BS Degree

Masters Degree (Area of concentration _____)

Other (specify) _____

III. EXPERIENCE

How much experience was required for your position as a municipal/garrison manager or commander?

None required 0 to 1 year

2 to 5 years Over 5 years

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